

Comprehensive research on school organization development and teachers and other educational staff organization utilizing co-teaching staff and external human resources (Final Report Outline)

The full text of the report is posted on the website of the National Institute for Educational Policy Research.

1. Purpose and overview of the research study

(1) Purpose of the research study

This research analyzes the use of external human resources in school education multilaterally to discuss the school organization development by a group of diverse teacher and educational staff organizations. In other words, this is an exploratory research that tried to focus on the conditions to create community-based schools through demonstration analysis, by promoting the cooperation between school education and external sectors, starting from the policy trend after the proposal of “promoting open schools” in the third report of the Japanese Ad Hoc Council on Education (in April 1987).

(2) Overview of the research study

This research study adopted a comprehensive approach that consists of questionnaire researches, quantitative analysis, case studies, and literature studies. Specifically, a study for the Board of Education in municipalities and principals was performed in 2011 and 2012, and compared with the one conducted in 1994. In addition, this research study tried to explain the old and new challenges of schools and communities from a comprehensive viewpoint, by proceeding with: the analysis of the trend and challenges of middle management, associated with the introduction of the senior teacher system, as well as the administrative structure of the school organization; the analysis of the determining factors of teachers’ burden; prospect of the supply and demand of teachers with the trend of population fluctuation; and the research on the placement of teachers and support staff at integrated elementary/junior high schools. In addition, a report on foreign country study is in the supplementary booklet.

【Study period: FY2010-FY2012, Research leader: Masaaki Hayo, Director, Department for Educational Policy and Evaluation Research】

2. Overview of Report

Chapter 1 Awareness and reality regarding coordination and cooperation between schools and external sectors for municipal boards of education and junior high principals – Discussion by comparing two researches in 1994 with the researches in 2011 and 2012

Masaaki Hayo, the National Institute for Educational Policy Research

As a follow-up for the research that was conducted in 1994, we performed the research for the board of education in municipalities in 2011 (Note 1) and the research for public and private junior high school principals in 2012 (Note 2) to figure out the reality and challenges in the coordination and cooperation between schools and external sectors. The result was that, in general, creating open schools is in progress step by step (Table 1), while, in some items, the number of positive responses is fewer or almost unchanged.

As found in the research in 1994, most of the public and private junior high school principals felt that schools are taking on too many roles and tasks (Table 2). Regarding specific collaboration with the private sector, most junior high school principals felt positive about learning through work experience, school for outdoor life (mobile school and classroom), and education for children who have foreign parents (Table 3). Regarding the relationship with cram schools, the number of the principals who are feeling positive about cooperation between schools and cram schools is increasing (Table 4), and the percentage of the principals feeling positive about instructors of cram schools and prep schools teaching at regular schools in some cases is increasing (Table 5), while the percentage of principals who consider that the education at cram schools should be recognized as formal education stays the same as in the research of 1994 (Table 6).

The interview with the municipal board of education regarding the progress in creating open schools revealed that the awareness of junior high school principals and the reality in municipalities do not always match. Also, the municipal board of education hopes that the use of external human resources expands educational activities, while teachers and support staff play an important role in meeting the needs of schools at the same time (Figure 1), and it is a challenge to pay attention not to burden teachers and support staff when cooperating with the external resources.

(Note 1) Research for the board of education in municipalities: Conducted for the heads of the board of education in 1,751

municipalities from June to August 2011 (complete enumeration). The quantity of responses: 982 (collection rate: 56.0%). The result was announced last March. See "http://www.nier.go.jp/04_kenkyu_annai/pdf/seisaku_23.pdf." (Note 2) Research for public and private junior high school principals: conducted for 1,000 public junior high school principals (systematic sampling) and 381 private junior high school principals (complete enumeration) in August 2012. The quantity of responses: 896 (public: 691, private 204, unknown 1), collection rate: 64.9% (public: 69.1%, private: 53.5%). The result is in a supplementary booklet.

【Table 1】 Whether to register external volunteers in the board of education and to use them positively in the area of school education.

		Positive evaluation	Negative evaluation
Public junior high principals	1994	84.9%	15.1%
	2012	91.6%	8.1%
Private junior high principals	1994	75.6%	24.0%
	2012	74.5%	23.5%

*The positive evaluation is the total of "agree" and "somewhat agree." The negative evaluation is the total of "somewhat disagree" and "disagree." The same applies to the following.

【Table 2】 Whether to lighten the burden of duties because schools are taking on too many roles and tasks.

		Positive evaluation	Negative evaluation
Public junior high principals	1994	95.0%	4.6%
	2012	94.4%	5.5%
Private junior high principals	1994	75.1%	24.4%
	2012	71.6%	27.0%

【Table 3】 The percentage of positive evaluations by public and private junior high school principals toward specific cooperation with the external sectors

			In principal, it is better to outsource swimming classes to private swimming schools and swimming clubs.	Schools should promote learning through work experience more in cooperation with the private organizations and facilities.	It is recommended to cooperate with private education organizations and facilities in implementing an outdoor environmental educational program (mobile schools and classrooms)	It is inevitable to cooperate with the private educational organizations and staff members regarding the education for children with foreign parents at public school	Club activities should be abolished at school and left to community and private organizations.
Public junior high principals	1994	67.1%	45.6%	95.0%	93.6%	88.4%	44.6%
	2012	72.9%	44.3%	94.2%	88.9%	88.6%	29.0%
Private junior high principals	1994	80.1%	55.2%	85.1%	90.1%	72.4%	15.4%
	2012	79.9%	52.4%	85.3%	88.7%	72.1%	14.2%

【Table 4】 Whether schools can cooperate with cram schools in some aspects

		Positive evaluation	Negative evaluation
Public junior high principals	1994	27.3%	71.7%
	2012	50.2%	49.5%
Private junior high principals	1994	47.1%	52.0%
	2012	72.6%	25.5%

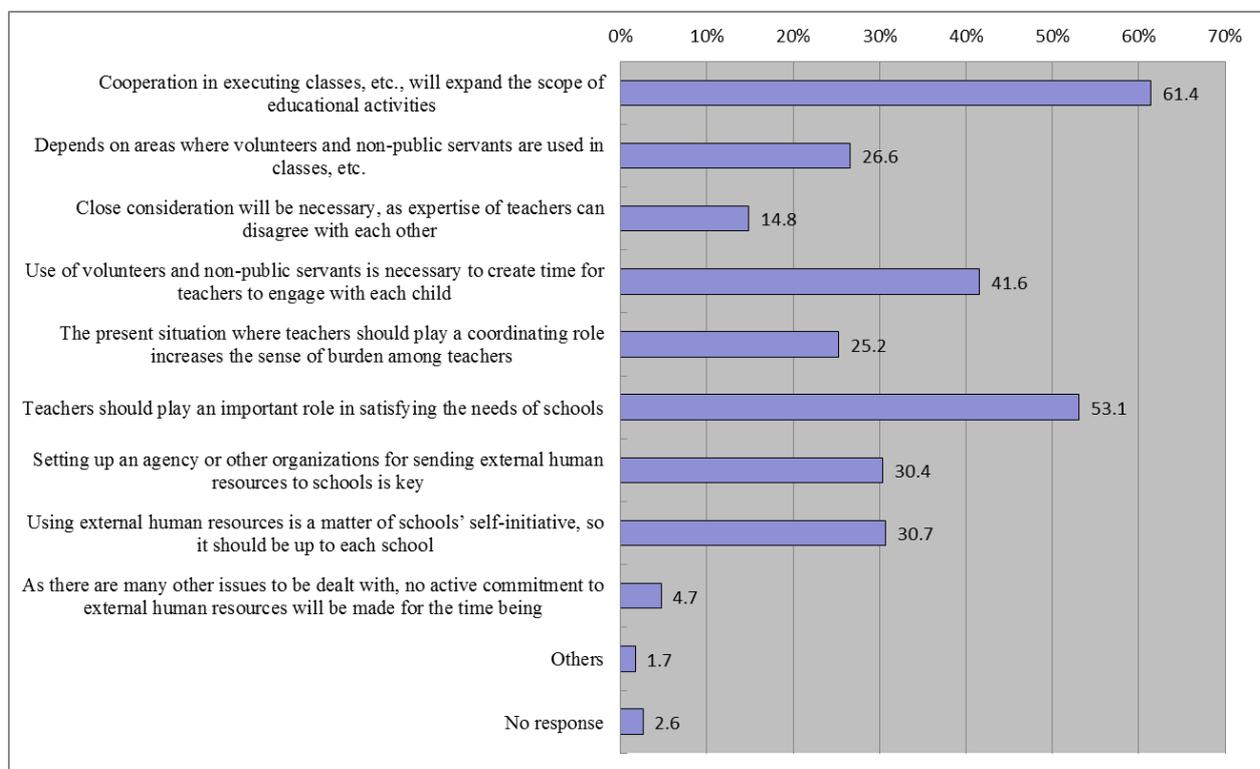
【Table 5】 Whether cram school instructors should be allowed to teach at school in some cases

		Positive evaluation	Negative evaluation
Public junior high principals	1994	19.1%	80.7%
	2012	46.3%	53.4%
Private junior high principals	1994	30.8%	68.3%
	2012	62.7%	36.3%

【Table 6】 Whether the education in private education facilities, such as cram schools, should be recognized as formal education if they meet specific requirements.

		Positive evaluation	Negative evaluation
Public junior high principals	1994	30.3%	69.3%
	2012	33.3%	65.5%
Private junior high principals	1994	31.2%	67.4%
	2012	26.3%	71.8%

【Figure 1】 Awareness of the municipal board of education on how volunteers and non-public servants should be used in curricula (the research result of 2011)



Chapter 2 How the school organization development should be carried out by using mid-level teachers – mainly senior teachers

Midori Ueda, the National Institute for Educational Policy Research

Among the new jobs introduced after the amendment of the School Education Act in 2007, senior teachers are expected to play an important role as middle leaders who bring the management and teachers together in the organizational management at school. However, the research for the boards of education in prefectures and ordinance-designated cities (Note 3) revealed that their duties and treatments are various (Table 7) and there are challenges in assignment and human resources when using senior teachers, although the intended purposes are generally achieved at schools that have senior teachers (Table 8). This chapter also discusses the issue, based on findings obtained from the case study of “A” prefecture, which has introduced the senior teachers system in carrying out school organization development by using middle management in the Japanese school organization.

(Note 3) Research for prefectures and ordinance-designated cities: conducted by the board of education in all of the 47 prefectures

and 20 ordinance-designated cities (20) in October and November 2012. The quantity of responses: 57 (collection rate: 85.1%)

【Table 7】 Duties of senior teachers n: 41

Duties	The number of municipalities
Assistant to vice-principal	33 (80.5%)
Participation in school management	40 (97.6%)
The school job-specification and the arrangement in between school years	38 (92.7%)
Guidance and development for teachers and support staff members	38 (92.7%)
Administration of the school job-specification	30 (73.2%)
Response to guardians and local residents	33 (80.5%)
Others	7 (17.1%)

【Table 8】 Changes at schools with senior teachers n: 45

Changes	The number of municipalities
Vice-presidents reduced burden of their duties.	36 (80.0%)
School job-specification and the communication and arrangement between school years came to run smoothly.	43 (95.5%)
Leadership of teachers and support staffs are improved.	26 (57.8%)
School job-specification came to be managed smoothly.	39 (86.7%)
The number of complaints by guardians and local residents has decreased.	15 (39.3%)
The school management was improved to be organizational.	42 (93.3%)
Others	3 (6.7%)

Chapter 3 Reconsideration of public school administrative work

Masato Honda, the National Institute for Educational Policy Research

Various approaches have proposed various theories that explain special characteristics of the school organization. It is necessary to specify the core duties of the school organization because the public school organization has special characteristics among public organizations, and they have been responsible for implementing the education policies. From such a viewpoint, this chapter explains the current administrative operation work at school by categorizing it into five classifications: time management, space management, workforce management, financial management, and information management. (“Chapter 4 Round-table discussion: The redesign of the administrative operation organization at school” is included as reference to Chapter 3.)

Chapter 5 Analysis of teachers’ working hours by focusing on class preparation and training hours

Hideyuki Konyuba, Hiroshima University

This chapter reanalyzed research data of teachers’ attitude in the workplace (requested by the Ministry of Education, Culture, Sports, Science and Technology in 2006) and discussed what is required from elementary and junior high schoolteachers to keep enough preparation hours for classes and training hours. The following three points became clear:

- At elementary and junior high school, the guidance to pupils and school management hours account for a large proportion of teachers’ duties. The longer these hours are, the shorter the class preparation hours will be.
- The type of duties that teachers are involved in the most differs by ages. The younger teachers spend more time in guiding pupils, while the mid-level teachers spend more time in school management.
- The hours of guiding pupils, school management, and club activities as well as increase in teachers’ age (Note 4) contribute to fewer class preparation hours.

(Note 4) Teachers spend less time to prepare for classes as they become older. It is probably because they will be able to prepare for classes more smoothly thanks to their accumulated experience and also cannot help but spend more time on school management duties.

Chapter 6 How the assignment of part-time instructors influences teachers' duties.

Eiichi Aoki, Tohoku University/Toshiyuki Kanbayashi, Master's Program in Tohoku University Graduate School

The following points have been revealed as the factors to decide part-time instructors' placement by re-analyzing the data of the study regarding the reality of teachers' working situation (delegated by the Ministry of Education, Culture, Sports, Science and Technology in 2006) (Note 5).

- The larger an elementary school is, the more part-time instructors tend to be assigned.
- The more challenges exist on the guidance to the pupils, the more part-time instructors tend to be assigned.
- There is no relation between the number of part-time instructors and the scale of a junior high school.
- The challenges on the guidance to the pupils (especially for pupils of foreign nationality) tend to increase the number of placements of part-time instructors at junior high schools.
- It cannot be said that the school/home/local community relation affects the placement of part-time instructors at elementary school.
- There is no correlation between the placement status of part-time instructors and the duties of school and faculty. That is, no clear evidence was obtained as to whether the placement of part-time instructors would increase the hours for teachers to face children and whether the duties of school administrators increase (Note 6).

(Note 5) It is important to note that the analysis in this chapter does not differentiate between cases where part-time instructors are assigned in addition to the number legally fixed and where the number of part-time instructors is within the number legally fixed.

(Note 6) This chapter did not analyze the influence on factors other than working hours, such as qualitative effects in course guidance and lifestyle guidance. It is possible there is an impact from this perspective.

Chapter 7 Estimate of the demand for public elementary schoolteachers until 2016: Based on the estimate of the PT ratio by binary regression

Hirotohi Yamazaki, the Graduate School in Hiroshima University and Wataru Senoo, the National Institute for Educational Policy Research

In the past, regarding the estimate of the demand of teachers, researches that supposed that the PT ratio (the number of pupils per teacher) will continue to be constant in the future as well have been conducted. This chapter estimated the future PT ratio using a binary regression model that is composed of the trend of the number of pupils and the past PT ratio, and then estimated the demand for public elementary schoolteachers until FY2016. As a result, the PT ratio decreased in most prefectures, while in some prefectures the PT ratio was either constant or slightly higher. Also, the number of teachers throughout Japan will slightly decrease from FY2012 to FY2015 and then slightly increase in FY2016. By region, the number of teachers increases in the prefectures, mainly the Tokyo and Kansai metropolitan areas. Consequently, throughout the nation, the number of teachers will suffer a loss from FY2012 to FY2015 and go positive in FY2016. The number of retirees is estimated to be approximately 19,000 per year during this period (Note 7).

(Note 7) In fact, the fluctuation of the PT ratio in Japan and each prefecture is influenced by policy factors, such as the improvement in the quota of teachers and support staff. Although it is difficult to predict future trends, a document dated January 27, 2013 of the Ministry of Finance and the Ministry of Education, Culture, Sports, Science and Technology reads, "We will continue to discuss measures including proper assignment of teachers and support staff according to a plan in order to improve the quality of education. Based on the result, we will take necessary actions."

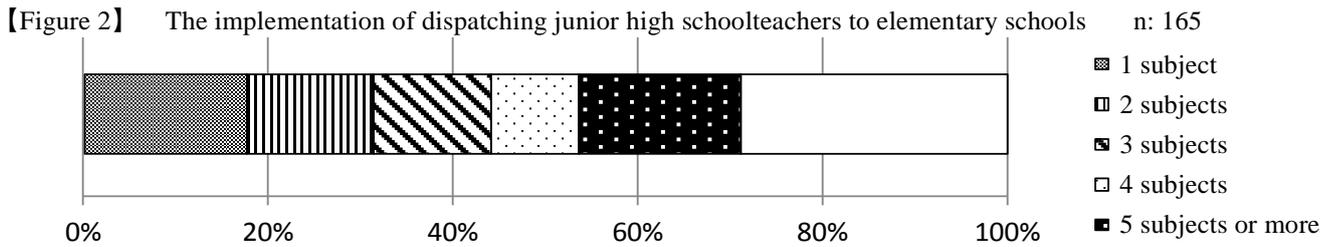
Chapter 8 Organization and management of "integrated" elementary/junior high school (heisetsukou) and school organization development

Kazuyoshi Yashiki, the National Institute for Educational Policy Research

How to maintain the school educational environment with the number of pupils decreasing is now a big challenge. Under the circumstances, integration of the elementary schools and junior high schools is drawing attention as one of the possible measures to solve the problem, mainly in rural areas, and such schools are actually being introduced. In this chapter, findings of the research using a mail-delivered questionnaire addressed to the integrated schools (Note 8) are explained. That is, the integrated schools exchange teachers between elementary and junior high schools (Figure 2), the approach of school workshop is promoted, and teachers and parents cooperate with the local community actively, as features of the school organization and management. The research also suggested challenges in the organization and management, such as the difference in awareness between elementary schoolteachers and junior high schoolteachers, and difficulty in time management of meetings. It is important to figure out how to construct and increase the support for the cooperative system between elementary schools and junior high schools.

(Note 8) Research for integrated elementary/junior high schools: Implemented in September 2012 for principals of all 234

integrated elementary/junior high schools in Japan. The number of responses: 165 (collection rate: 70.5%).



*The report includes the following contents in addition to the above.

Chapter 9 Preliminary consideration regarding maintenance of the external conditions for school education

Yoshihiro Nishimura, a research assistant for the National Institute for Educational Policy Research/Hideyuki Yamanaka, a research assistant for the National Institute for Educational Policy Research

Chapter 10 Teachers' awareness regarding the cooperation with the community – focusing on the organization for the collaboration between schools and the community

Yoshihiro Nishimura, a research assistant for the National Institute for Educational Policy Research

Comprehensive research (the foreign country research team) on school organization development and teachers and other educational staff organization utilizing co-teaching staff and external human resources (Final Report Outline)

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1. Purpose and overview of research study

(1) Purpose of the research study

In the “Comprehensive research on school organization development and teachers and other educational staff organization utilizing co-teaching staff and external human resources,” the team researching foreign countries set the following three topics, in order to understand the situation of support staff (all staff members, other than teachers, who are mainly responsible for teaching in a class alone with their own responsibilities and authority) in each country.

- I. The type of educational reform (mainly school education) that is performed
- II. Roles schools are expected to play
- III. Roles teachers are expected to play at schools, the educational scheme (fostering and training), and working conditions including salary

(2) Overview of the research study

After collecting the policy documents and decrees regarding staff in countries, this research analyzed the background, process, and current status of the placement and introduction of staff as well as the profile of a staff member (type, role, qualification, recruitment, treatment, training, and evaluation) as common factors in analysis so that each country's characteristics are deduced. Consideration was given to whether the environment surrounding staff changed after the 1990s and, if yes, what caused such changes.

Six countries (the United States, the United Kingdom, France, Germany, China, and Korea) were selected to conduct a literature study for one year in FY2012.

2. Overview of the study result

- Analyzing the status of each country, the placement of teachers and support staff, education (fostering and training), and working conditions including salary have changed in each country after the 1990s. The tendency is remarkable especially in the United Kingdom, Germany, Korea, and China. Five points can be mentioned as the causes of these changes, although there are differences in each country.
 - Improvement of the 21st century type academic achievement
 - Enhancement of teaching pupils (cultivation of morality, prevention of bullying, career education, dietary education, etc.)
 - Enhancement of personalized teaching, including special support education and education for immigrants
 - Beef-up of accountability
 - Expansion of the role of schools (providing after-school service, a role of vitalizing local community)
- The status of each country is put together in each chapter. (The overview is written later in this paper.)
- In addition to the theses regarding each country, a list is created to make it clear what kind of staff are in each country, by classifying staff into the operation type, the welfare/guidance type, and the educational activities assisting type. Regarding the educational reform in each country, a list was created by classifying it between the fundamental trend of educational reform, the main reform trend of the primary and secondary education, and the main reform trend of teachers and support staff.

《Overview of chapters of the report》

Chapter 1 Situation of the placement for educational assistant staff at public schools in the United States

Akiko Komatu, the National Institute for Educational Policy Research/Akihiko Hashimoto, the National Institute for Educational Policy Research

At the federal level, organizations such as the National Education Association (NEA) are working on understanding the reality of educational assistant staff and the improvement of their professional ability and

treatment. The federal government also stipulates the job descriptions and qualification requirements of educational assistant staff (“paraprofessional” as a legal term) in an ordinance to deliver subsidy to local areas and approach to policies. At the state and municipality level, a case in the most populous state, California, revealed the variety of kinds and roles of educational assistant staff as well as the reality of their qualifications, requirements, recruitment, treatment, training, and evaluation.

Chapter 2 Support staff in the UK

Midori Ueda, the National Institute for Educational Policy Research

After the launch of the Labour government in 1997, the United Kingdom tried to increase the number of support staff, and support staff with various job types are working, as one of the measures to attempt to maintain the working environment and improve the educational standard to reduce the burden of teachers. The United Kingdom is emphasizing the support staff as human resources that would contribute to improve the educational standard at schools, by maintaining the certification system that is linked to vocational qualification, and fulfilling the training system so as to carry out the duties through a labor contract to clarify job descriptions.

Chapter 3 Support staff in France

Shuichi Uehara, Utsunomiya University/Hodaka Fujii, Tokyo Gakugei University

This chapter put together an overview of main occupations, by focusing on the legal evidence regarding the support staff who are engaged in primary and secondary education in France, which have not been discussed much in previous studies in Japan. What was covered is a total of 17 positions including two management positions, six administrative work positions, three guidance and counseling positions, four social welfare and healthcare positions, and two education research technical positions. The features of France lie in the division of labor using various support staff, and it is a challenge to establish the cooperative relationship of the educational community.

Chapter 4 Schoolteachers and support staff in Germany

Ayuko Takatani, Ministry of Education, Culture, Sports, Science and Technology

In Germany, where the PISA shock in 2001 led to drastic educational reform, schools started to function in places other than classrooms, due to the popularization of full-time schools and individually targeted education. This has changed not only the status of students’ school life but also the state and awareness of schoolteachers and support staff. This chapter focused on those who support students and teachers at school with various functions, and then made it clear how the staff members are assigned.

Chapter 5 Schoolteachers and support staff in China

Satoshi Arai, Ministry of Education, Culture, Sports, Science and Technology

Teaching assistants were seen in statistics after 2000, when mandatory education was popularized. They were introduced to educational institutions to achieve quality education that focuses on creativity development and the new course standard in 2001. The number has been increasing year by year. In the rural area where education development is behind, non-licensed “private teachers,” who were hired in the period when compulsory education spread, were replaced with regular teachers by 2000. To cover the shortage of teachers that is still a problem now, education support staff and volunteers started to work actively. The emergence of “teaching assistants” in the school organization in China shows a turning point of Chinese educational policies.

Chapter 6 Support Staff at School in Korea

Asato Matsumoto, Ministry of Education, Culture, Sports, Science and Technology

Against the backdrop of measures to fight bullying and the promotion of career education, the need for counseling for pupils is increasing. Those who are responsible for the duty are non-regulatory support staff

called “school accounting staff,” in addition to the teachers and support staff who are the national and local government employees. The school accounting staff are directly hired by a principal considering the budget of each school, but the reality is that their legal status is not clear and the employment of the staff is under unstable conditions.

Examples of support staff at school in the United States <A list of job titles of “education support staff” by the National Education Association>

- Para-educator/Classroom Assistant (Aide)/Educational Assistant (Aide)/Instructional Assistant (Aide)/Teacher Assistant (Aide)
- Educational Technician/Technology Assistant
- Speech/Language Assistant
- English as a Second Language/Bilingual Assistant
- Interpreter
- Special Education Assistant
- Career Specialist/Guidance Specialist/Transition Specialist
- Job Coach
- Occupational Information Specialist
- Behavior interventionist
- Home Liaison/ Early Childhood Education Assistance Program Specialist (ECEAP)
- Outreach Specialist
- Library Aide/Media Center Assistant
- Playground Assistant/Supervision Aide

Examples of school support staff in Korea <The placement standard by job titles of school accounting staff by the Gyeonggi-do Office of Education (in 2010)>

Job titles	Assignment standard
Teaching assistant, administrative assistants, parents meeting staff	<ul style="list-style-type: none"> • Elementary school: one for schools with 23 classrooms or below, two for schools with 24 classrooms or more • Junior high and high schools: one for schools with 12 classrooms, two for schools with 13 to 23 classrooms, three for schools with 24 classrooms
Nutritionist, certified cook, line cook, school meals catering assistants	<ul style="list-style-type: none"> • One person each for a nutritionist and a certified cook at each school • The number of line cooks and school meals catering assistants is decided based on the conditions of each school
Gymnastic trainer	Decided after a discussion in the trainer management committee
Instructors at after-school daycare center	Decided at the school management committee of each school
After-school program instructors	Decided at the school management committee of each school
Librarian	Assigned in the small-scaled schools with 30 classrooms or less.
Social worker	Hired and deployed by the education support ministry, which is requested after a discussion in the school management committee at each school. (Building a team with two to three experts in the relevant field by area.)
Special needs educational assistants	The special needs educational committee decides on the school assigned, based on the selection standard of the pupils and students.
Science experiment assistants	<ul style="list-style-type: none"> • Elementary school: 12 classrooms or more • Junior high and high school: placed according to the school scale • Education assistance ministry: one per assistance ministry
Residence assistant	Appointed by the principal through a discussion with the dormitory management committee.
Others	Decided by the principal through a discussion with the school management committee.